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LABOR

TRADE UNION OFFICIALS, PSYCHOLOGIST DISCUSS LABOR SAFETY

Secretary Cites Violations, Planned Measures

Moscow STROITEL'NAYA GAZETA in Russian 23 Jan 83 p 1

[Interview by L. Volkova with I. Kolesnikov, secretary of the Central Committee of the Trade Union of Construction and Building Material Workers: "The Alphabet of Labor Safety"]

[Text] The labor year has ended and construction workers are summarizing their results. The labor safety services are also reviewing the results of their work. What are they? Our correspondent L. Volkova asked this question of I. Kolesnikov, secretary of the Central Committee of the Trade Union of Construction and Building Materials Workers.

[Answer] Thanks to the efforts of many services and trade union committees, the accident rate in construction continued to decline last year. With the exceptions of the USSR Ministry of Installation and Special Construction Work and the Ministry of Construction in the Far East and Transbaikalia Regions, all the sectorial USSR ministries were able to reduce the number of injuries and accidents, and in many cases the reductions were significant. This refers particularly to the USSR Ministry of Building Materials Industry and the USSR Ministry of Industrial Construction. I would particularly like to note the successes achieved by Moscow construction workers: the collectives of Glavmostroy [Main Administration for Housing and Civil Engineering Construction in Moscow City] and Glavmospromstroymaterialov [Main Administration of the Building Materials Industry of the Moscow City Executive Committee] reduced industrial accidents almost in half, and the collective of Glavpromstroy [possibly Main Administration of Industrial Construction] reduced the rate by two-thirds.

But we are talking about people's life and health, and as long as there has been even a single accident we cannot be content. And certainly we cannot help sounding the alarm where the number of injuries and accidents was permitted to rise. There are such organizations. Serious injuries doubled in the systems of the Belorussian Ministry of Rural Construction, the Uzbek Ministry of Construction, and Glavivanovostroy [Main Administration of Housing and Civil Engineering Construction in Ivanovo City], and in the Kirghiz Ministry of Rural Construction the figure tripled. Things are bad in the Turkmen Ministry of Construction. In

1981 there was one accident in that system; last year there were 10. We are also alerted by the fact that some organizations which formerly worked without injuries or accidents permitted them last year.

[Question] Ivan Alekseyevich, this is not the first time you and I have talked on the pages of STROITEL'NAYA GAZETA and when I ask about the main causes of injuries, I am almost certain that I know what the answer will be. For several years now there have been falls from high places, injuries during the servicing of machinery and equipment, and highway accidents. But the principal cause, far ahead of all others, is ...

[Answer] Carelessness, violations of labor and industrial discipline. The reports show this. The proportion of accidents related to drunkenness, using work time and equipment for personal purposes, and other violations of discipline continues to be the highest figure. In 1982 injuries for these reasons tripled in the Kazakh Ministry of Rural Construction. Whereas the Estonian Ministry of Construction did not have a single such accident in 1981, last year they had three. The enterprises of the Ministry of Construction in the Far Eastern and Transbaikalian Regions permitted a significant growth in such cases.

Because of undisciplined working people construction machinery drowns in marshes and rivers, vehicles are destroyed in highway accidents, and service buildings and other industrial structures burn down. The violators of labor discipline themselves are injured, but it is even more frightening when others suffer because of them. At the Dneprot'yazhstroy [Dnepr Heavy Construction] Combine a drunken crane operator slipped while unloading gravel and seriously injured one of his comrades on the job. A young woman in the Zavodstroy [Plant Construction] Construction Administration of the Zhdanovmetallurgstroy [Zhdanov Metallurgical Construction] Trust was injured under roughly the same circumstances, while in Construction Administration No 1 of the KRS Trust of Glavskreduralstroy [possibly Main Administration for Construction in the Central Urals] a 17-year-old boy was injured by an axe handled by a drunken worker. In the Tuvinstroy [Tuva Construction] Trust of Glavkrasnoyarskstroy [possibly Main Administration for Construction in Krasnoyarsk Krai] a safety engineer even got into an accident because of a drunken driver.

[Question] Incidentally, with respect to this last case, Doesn't it show that sometimes the ones to blame for violations are those who are bound by duty to insure order?

[Answer] An analysis of injuries during the last year shows that some violations of labor discipline and the accidents following them were in fact sanctioned by the managers themselves.

On 19 November a bus serving Mobile Mechanized Column No 211 of the Klinsky Construction Trust of Glavdryanskpromstroy [possibly Main Administration of the Construction Industry in Bryansk City] at the Baranovichy hog complex construction site damaged an exterior tire. The work supervisor noted the departure of the vehicle at 1800 in the trip log, and at 1500 the driver, literally on three wheels, set off to have it repaired, on his own entering "vehicle okay" in the record. Having committed one violation, the driver immediately followed it with another. He took on almost half of a youth construction detachment in his

disabled vehicle. They were also going home early. It was not a short trip, and on the way it was entirely predictable that the disk of the flat tire cut into the asphalt and the bus full of people turned over. Four people were injured.

In this case the fault for the workers' lack of discipline rests entirely on the managers. Above all they were at fault because they did not provide transportation for the detachment. This is what forced the people to look for chance opportunities to leave on days off. And another problem is failure to provide such a large number of construction workers with work, that is, lack of control.

No one even thought of the fact that the time remaining to the end of the work week was hours, not minutes. Not even the leader of the detachment. Here is how he reasoned after the accident: "We left at 1500 in order to go home because it was Friday."

In another explanation for an even more tragic case the workers were asked, "Why did you decide to go home on Thursday?" The answer was, "The foreman said that if we did a good job we could leave by train at 1300 on Friday." This is brilliant logic, as you see. If it is permitted to steal half a day, then why not take a whole day?

Discipline in production depends greatly on the attitude of the supervisor. Last year the technical inspections team of the central committee of our trade union inspected the Smolenskstroymaterialy [Smolensk Building Materials] Association. It found 210 violations of labor safety requirements and shut down many machines and pieces of equipment. It turned out that not one of the association's 12 enterprises had proper conditions for safe labor. But apparently no one noticed this before the technical inspection team arrived. Yet in the 18 months preceding employees of the association had visited the subordinate enterprises 140 times!

We can talk forever about low labor discipline, but the level will not rise as long as the managers themselves are undisciplined.

[Question] What steps are being taken now to improve the situation with labor safety?

[Answer] The CPSU Central Committee emphasizes that every manager and supervisor, no matter what position he may occupy, must remember his personal accountability to the party and state for insuring labor safety. This is exactly how the question is now being put. The CPSU Central Committee views labor safety as an inalienable part of its social program for which it is appropriating roughly 40 billion rubles in the current five-year plan. We cannot permit these vast expenditures and efforts to be in vain.

The problems of labor safety and strengthening labor discipline are now being reviewed by the boards of directors of the ministries and the trade union central committee. The questions of injuries and preventing them are being addressed more sharply to managers and supervisors at all levels and to trade union organizations and groups.

[Question] What concrete steps must be taken first of all?

[Answer] Above all we must introduce the new organizational forms of work recommended by the central committee of our trade union. Specifically, we have ratified a program of compulsory organizational measures to insure labor safety and sent it to the local areas. We have developed and are introducing a control system for labor safety whose essential point is to organize planned work by all production elements to prevent injuries and activate material levers. The system makes it possible to plan in advance a safety factor that describes the condition of the work place from the standpoint of labor safety. The activity of the collectives should be evaluated according to it.

Many concrete measures have been developed, but the main thing now is to introduce them and to see that every single manager and supervisor is strict with his subordinates and answers for this work, as required by the resolutions of the November 1982 Plenum of the CPSU Central Committee.

Synthetic Safety Netting for High-Rise Workers

Moscow STROITEL'NAYA GAZETA in Russian 27 Mar 83 p 3

[Article: "Safety Nets Caught in the Bureaucratic Net"]

[Text] In September 1979 the "Introduction Service" of STROITEL'NAYA GAZETA published the article "Safety Net." It talked about a foreign innovation that was being used widely with great success in many countries such as East Germany, West Germany, France, Finland, and others.

Thus, instead of awnings and other devices to collectively protect construction workers against falls from high elevation they are installing light, portable, reusable pieces made of synthetic netting. It is difficult to list all the advantages of these protective devices, especially in our day when the shortage of metal and lumber is becoming more and more felt. These unique suspended "hammocks" give people a sense of confidence when working at high elevations, and this helps greatly to reduce nervous-emotional stress and raise labor productivity by 15-20 percent.

But the most interesting (and upsetting!) thing about the story of the appearance of this innovation is that its first use was not in some faraway land, but rather in our own country, at construction sites in Rostov-na-Donu in the 1930's!

It seemed that the rebirth of the idea in our country would be more fortunate. At least everything was moving in this direction. In the late 1960's the AUCCTU requested that the USSR Council of Ministers review the question of using synthetic nets in construction. The State Committee for Science and Technology included the subject in its coordination plans, assigning the development of these articles to TsNIIOMTMTP [Central Scientific Research Institution of Construction Organization, Mechanization, and Technical Aid]. By the time our last article appeared TsNIIOMTMTP had completed development with all the necessary documents for

its introduction plus an enormous number of requesting letters from construction organizations in local areas and a hefty list of addresses where the nets were being used.

What was the situation here? Perhaps the construction ministries did not know about the innovation? Hardly. They knew very well. These safety nets were the first item on the list of displays from the Labor Safety-78 Exhibition (where, incidentally, they won gold medals of the Exhibition of the Achievements of the USSR National Economy) recommended for introduction by the AUCCTU and the central committee of our trade union. Moreover, in February 1978 the interdepartmental commission of USSR Gosstroy recommended that the synthetic net be included in the new technology plans of the ministries. A protocol was signed by the managers of the safety equipment divisions on behalf of the ministries. But not all the ministries by any means respected the opinion of their labor safety services, USSR Gosstroy, and the central committee of our trade union.

This is where we find the reason that the construction workers do not have one of the most widespread and safe means of collective protection, and this results in a consistently high percentage of injuries because people and objects fall from high places. This accounts for 25 percent of all accidents with serious consequences.

The net got lost in the bureaucratic network. Two years ago the ministries officially thought that no nets were available, that the USSR Ministry of Fishing was in charge of them. It was learned that the Ministry of Fishing could turn over as many nets as were needed, but that USSR Gosplan had not received requests from the construction ministries. The requests for net materials began to come in in 1980. But here is the pattern that emerged in the third year. The USSR Ministry of Construction, for example, ordered 60 tons in 1981, 66 tons in 1982, and just five tons for the current year. The appetites of the other construction ministries did not grow either.

Why was this? The point is that the need for nets dropped sharply. Large stock piles of them have been accumulated in the warehouses of the subordinate organizations during these years, but they lie there unwanted. They are not used to make protective structures. The USSR Ministry of Industrial Construction makes similar protective structures from metal netting. The synthetic "hammocks" are not found in the new catalog of protective equipment recommended for introduction. Glavstroy Mekhanizatsiya [Main Administration of Mechanization of Construction Work] was very surprised and even happy when we told them in a telephone conversation that there is a worthy replacement for the metal netting.

After all, one of the protective designs recommended for introduction in 1983 takes 53.04 kilograms of rolled metal and 14.5 kilograms of metal netting. Replacing the metal with synthetic nets would be a direct benefit. Certainly this is an argument in favor of using protective structures with synthetic netting. And this is the point, that there are no arguments the other way. Everyone is "pro."

From the Editors

Last time we appealed personally to the managers of the ministry labor protection and safety technique services with the question: "When will their recommendations be carried out?" We now address the deputy minister in charge of questions of labor safety.

Labor Safety Control System Spreads

Moscow TRUD in Russian 29 Jan 83 p 2

[Article by A. Semenov, head of the division of labor safety of AUCCTU: "Work without Danger — the Importance of the Control System for Labor Safety"]

[Text] If we try to determine the method underlying the actions of certain enterprise managers and trade union employees who must decide questions of labor safety, it turns out that they often are amazingly like the behavior of the hapless fireman in the fairy tale who arrived at the scene in full regalia to find a heap of ashes. And the more significant the accident, the louder the noise and the greater the commotion. Work is humming along: inspections are made concurrently with analysis of the facts, reprimands are announced, discussions and instruction sessions are conducted, and dozens of reports are written. Then gradually the hullabaloo dies down, until the next accident, the next unfortunate event. Look at the figures on industrial accidents at such an enterprise and you will see that the line of the graph leaps up and down like the temperature curve of a fever victim. Its sharp drops and steep peaks eloquently reveal that they do not have a precise system of work to prevent accidents and improve working conditions.

While still at the institute future engineers are taught that before any industrial process can be introduced one must learn to control it. But certain skeptics are still convinced that you can control anything, but not labor safety.

Really, such a skeptic says, is it possible to introduce a system which can insure labor safety equally, for example in a mine and in a drug store? There have always been accidents underground and there always will be, but they are rare in drug stores, and may not occur at all.

But let us base our view of labor safety not on the place, but on the principle of action. It was clearly formulated in Article 57 of the Fundamentals of Labor Law of the USSR and the Union Republics: "Healthy and safe working conditions are created at all enterprises, institutions, and organizations." The article states that administration is responsible for this work and it states the measures that it must take.

This statement by itself actually contains a requirement for the systems approach to solving labor safety problems. But the skeptic advances his next argument. He believes that the principle itself is fine. But a collective in which a few dozen people work is one thing, and a collective of thousands is something else. Incidentally, this is the favorite excuse of the managers of large enterprises concerning accidents.

But when we talk about insuring safe and healthy working conditions, we are not talking about small or large plants and factories; we are talking about the specific workplace. That is why we argue that if each workplace meets labor safety standards and requirements, this will be a reliable guarantee of accident prevention at an enterprise of any size.

There is one more mistaken argument. Sometimes people argue that many accidents in production occur because of the lack of discipline of the workers themselves, their failure to observe labor safety standards and rules. But you cannot put a labor safety engineer looking over every worker's shoulder. Therefore, they say, there can be no guarantees and, therefore, no system.

It is true that many accidents still occur for these reasons. But life teaches us something else too: before the worker has an accident because of his daredevil behavior or incorrect performance of the work dozens of people have seen his violations, either his comrades at work or the managers who are directly responsible for labor safety.

And now for the last argument which is sometimes used. The very expression "accident," these people argue, assumes its random or accidental character, which means that injuries or other similar occurrences are inevitable. Well, if it were a matter of terminology we could change it with one sweep of the pen.

Why did I spend so long on this debate with the imaginary skeptic, who personifies the manager who does not want to take the problems of labor safety seriously, on a scientific basis? By doing so we more or less discussed and tested the strength of the main centers and fundamental aspects of the systems approach to controlling labor safety.

This expression "control of labor safety" is winning more and more followers. What does it mean? It means to maintain workplaces and production and industrial discipline on a level that completely precludes any accidents or occupational illnesses. At the same time it signifies the transition from solving individual, chance problems to a program of interdependent normative, organizational, technical, sanitary hygiene, and socioeconomic measures. Ultimately it means that we can set a definite final goal for ourselves and in time achieve it.

We can state that we are already prepared for this method of work. The party and the state have made and are making great efforts to make human labor not only more productive, but also creative. In the course of carrying out comprehensive plans to improve working conditions, labor safety, and sanitary-health conditions, a great deal has been done to redesign enterprises and the system of medical and health institutions has been enlarged. Each year more than 2.5 billion rubles is spent for labor safety measures envisioned by collective contracts alone. Economic and trade union organizations have taken a number of major steps to meet the long-term challenge posed at the 16th Congress of USSR Trade Unions: "From using machinery safely to machinery that is safe to use!" The formulation of the set of state standards for the labor safety system has been generally completed. Each year the volume of scientific research in the labor safety field is growing. And finally, models of outstanding know-how in this sphere, developed and accumulated in hundreds of labor collectives, have crystallized. The best way to use this know-how is to introduce a carefully thought-out system, weighed and tested by dozens of comparisons.

The comprehensive labor safety control system has already been introduced at hundreds of enterprises. One of its forebears is the Saratov Nitron Production Association. Until 1971 working conditions at many workplaces of this association did not meet labor safety standards, there was substantial gas and dust pollution, and the accident and injury rates were high. They began looking for effective ways to control labor safety.

At first they worked out and precisely defined the concrete obligations of the services, managers, and engineering-technical personnel with respect to insuring safe working conditions and instituted constant administrative and public monitoring of labor safety at the workplaces. All shops began having daily reviews of violations, surprise inspections of labor safety during night shifts, demonstrations of starting and stopping the equipment, and regular engineering-technical personnel on duty. The organization of three-level monitoring was also improved.

Here are just a few features of this system: a bonus system that orients workers and engineering-technical personnel to achieve high indicators in labor safety; monthly labor safety days; a precisely regulated procedure for working with those who violate the rules for performing jobs; and, a large group of volunteer public labor safety inspectors. What was the result of introducing this system? They have not had an industrial injury since 1972; the general rate of illness is down and there has not been an occupational illness in six years. The system has also had a positive effect on production indicators.

A similar system has now been introduced at 220 enterprises and associations of the chemical industry.

We are often asked: where should work begin once the decision has been made to introduce a labor safety control system? It should begin with a precise distribution of the functions of engineering-technical personnel and all enterprise services. This distribution includes precisely defined duties: who must do what and when. How monitoring should be done, and at what time. Where attention should be directed, and what must be recorded. How to organize competition for highly sophisticated production.

It should be remembered that the principal sphere of activity for labor safety control is production, more specifically the job and work sectors where the workers, technicians, and engineers are working. Therefore, we should not make the methods of controlling labor safety too complex and "scientific."

Work to introduce the labor safety control system will be successful where people take a conscientious attitude toward development and implementation of comprehensive plans to improve working conditions, labor safety, and sanitary-health measures compiled on the basis of recommendations from the AUCCTU, USSR Gosplan, and the USSR State Committee for Labor and Social Problems.

It is very important to work out steps to correlate labor safety with the collective contracts concluded each year at enterprises between the administration and the trade union organization. All labor safety measures listed in comprehensive plans must be included in agreements on labor safety for the collective contract.

We must also give serious attention to a passport system for working conditions. Information from sanitary-technical passports should be the basis for compiling annual agreements on labor safety, collective contracts, and comprehensive plans to improve working conditions, labor safety, and sanitary-health measures corresponding to the sections of the plan for social development of collectives.

The third important element in the control system is establishing special indicators of labor safety and production sophistication by shops and the enterprise as a whole. Fulfillment of these indicators must be related to moral and material incentive. Like all production indicators, indicators of labor safety and production sophistication should be monthly.

In our opinion, the principal indicator of the work of a shop or enterprise on labor safety for the month should be the base labor safety coefficient. It is fairly simple to determine, and how to do so may be learned by studying the pamphlet "Methodological Recommendations on Organizing the Development and Introduction of a Labor Safety Control System at an Enterprise," published by the All-Union Scientific Research Institute of Labor Safety (city of Kazan) in 1982.

An inalienable part of the labor safety control system is the presence of special display boards in every shop. These boards should graphically reflect the results of labor safety control.

There is one more thing I particularly want to single out. Dozens of collectives in the country have accumulated truly priceless know-how in labor safety. We must take a creative, thoughtful approach to using this know-how, drawing the most valuable things from it and orienting ourselves to the best achievements. For example, if you visit the Belokalitvenskiy Metallurgical Plant, you will see that they have thought through their organizational measures. The Minsk Tractor Plant is known for introducing labor safety standards. At the Yasnogorsk Machine Building Plant they have accumulated significant know-how concerning moral and material incentive within the framework of a labor safety control system. It is important that we use every bit of the best know-how.

The work experience of many enterprises of the country in different sectors of industry and agriculture and their successes in introducing the labor safety control system show convincingly that we must move from a random collection of measures to planned, calculated work.

Psychological Aspects of Labor Safety

Moscow IZVESTIYA in Russian 31 Jan 83 p 2

[Article by M. Kotik, head of the department of logic and psychology, Tartu University: "The Psychologist Insures Labor Safety"]

[Text] By tradition engineers work on questions of labor safety. We customarily consider this problem mainly a technical one. But experience shows that 60-80 percent of all industrial accidents occur not because of the equipment, but rather through the fault of the victims themselves. People often make mistakes

and violate the rules for the sake of some small benefit. In nine cases out of 10 this occurs in places where there are technical protective means and safety rules.

It is difficult today to solve the problem of labor safety by technical means alone. Psychology has come to the aid of the engineer here. In the first place, the psychologist's advice is needed to design safer equipment and adapt it better to the working person. Human factors engineers and ergonomists are successfully cooperating with designers in this area. In the second place, this cooperation is needed for better adaptation of the human being to the machinery being used, by improving methods of teaching and indoctrination. Both directions aim at solving the same problem, precluding dangerous mistakes by a person at work as much as possible. But to prevent future mistakes the first thing to do is to study the psychological causes of past mistakes.

When an emergency occurs because a machine breaks down or there is some other technical malfunction the rule is strict. The investigation is not considered complete until the engineers determine which assembly of the machine and which concrete element was the cause of the incident. Until the investigation is completed and measures taken to prevent a repetition the particular machine cannot be used.

Things are different when it was the worker who was directly to blame for the incident. To determine the specific cause of his mistake (which individual trait let him down, in which element of his activity did the violation occur, and so on) is much more complex. After all, the production engineers and labor safety specialists did not receive any special training on how to conduct such investigations. And if the reason for the mistake is not obvious (for example, flagrant disregard of the rules or alcoholic intoxication), frequently a convenient explanation (such as "inattention" or "carelessness") is found to categorize it, certain general indoctrinational measures are assigned, and with this the investigation and preventive works are considered done. To back up what I have said, I will give figures for several years concerning reports of investigations of labor safety violations in which the workers themselves were at fault at one of the enterprises of Estonia. It turned out that in 38 percent of the cases the cause was defined by the word "carelessness," while "inexperience" was used in 25 percent of the cases, "inattention" in 22 percent, and in 15 percent of the cases the conclusion was drawn: "failure to follow safety rules." It is hardly possible to take any concrete steps to prevent repetition of the mistakes based on such general findings.

Thus, we see that a large number of incidents are not in fact thoroughly investigated. But this means that it is difficult to take effective action. Moreover, psychology and ergonomics simply have not developed scientifically substantiated methodologies for conducting such analyses yet.

Everything said above illustrates that the scientific research institutes of labor safety and scientific laboratories working on questions of ergonomics must expand their range of research on the psychological aspects of labor safety. We should organize special training for engineers of the labor safety service and production workers in questions of safety psychology. Finally, we need to specially train psychologists capable of qualified analysis and prevention of the psychological precondition of accidents.

For 10 years now the division of psychology at Tartu State University has taught students in the psychology of labor safety. University scientists are doing research on this problem in different sectors of the Estonian economy: production, construction, mining, and highway traffic. They are studying a broad range of questions. For example, they are identifying the individual characteristics of people which determine their level of protection at work and, on the other hand, the qualities that promote the appearance of accidents. They are developing methodologies for diagnosing them and giving recommendations on vocational selection of workers and placement of cadres in particular occupations and at particular positions.

But experience shows that mistakes in labor are not simply the result of individual characteristics; to a significant degree they depend on working conditions. Therefore we approach the study of the psychological causes of accidents in production both from the characteristics of the individual worker and from an analysis of all his specific actions in which the particular accident occurred. This approach is scientifically based on the theory of activity being developed in Soviet psychological science. The experience with organizing highway traffic in Estonia shows that precise fulfillment of safety rules can become a matter of prestige. In Tallinn, Tartu, and other cities of the republic today it has become simply unthinkable to cross the street against a red light. When there is a red light, even if there are no vehicles on the road, no one crosses the street. And local inhabitants make their disapproval very clear when newcomers try to violate these rules.

Along with a detailed study of the causes of accidents and the individual characteristics of those to blame — what is called clinical analysis of accidents, statistical analysis also plays an important part in preventing them. The study of statistics allows us to determine such things as in which occupations, at what workplaces, in which operations, through whose fault, and at what time these incidents most often occur at a given enterprise. This information, recorded in special documents, can provide a good foundation for developing practical steps to prevent labor injuries.

But reports are compiled only for those accidents which lead to disablement of a worker for a certain time. It takes years to collect statistics on accidents for a particular profession or work sector using these documents. During this time the output usually changes, and so do the machinery and technology. Therefore, the statistical data of past years are no longer suitable for analyzing and summarizing the patterns of injury.

To surmount these difficulties we worked out a methodology for collection and statistical analysis of data on accidents by considering minor injuries. Minor injuries are 10-15 times more often than accidents which lead to disablement and official documents. Using information on minor injuries collected on special punched cards at the enterprise health centers, labor safety engineers are able — by means of "magnifying glass," one might say — to identify dangerous points and "sick" places where more serious accidents might occur and, without waiting for them to happen, take steps to warn the workers and prevent the accidents.

We should note that the information on minor injuries collected in this way is only a tool for analysis and is not in any sense considered during official

evaluations of injury levels. We introduced this methodology for collection and analysis of information on minor injuries at one of the machine building plants in Estonia, and it made it possible to reduce the general injury rate by 24 percent.

Tartu University together with the Estonian Council of Trade Unions, the State Vehicle Inspectorate, and the republic State Committee for Supervision of Industrial Safety and Mining Inspection held a scientific conference on psychological questions of labor safety in Tallinn. In addition to the work of Estonian scientists, the meeting discussed research being conducted in this area in Moscow, Leningrad, Donetsk, Krivoy Rog, Novosibirsk, and various other science centers of the country. The conference recommended that special topics on the psychology of labor safety be included in the labor safety curricula at technical higher educational institutions. The question was raised of adding the position of psychologist to the staff of labor safety services at large enterprises. It is now up to the USSR Ministry of Higher and Secondary Specialized Education and the appropriate sectorial ministries.

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CSO: 1828/110

LABOR

NEW APPROACHES TO LABOR PRODUCTIVITY FOCUS ON QUALITY

Moscow EKONOMICHESKIYE NAUKI in Russian No 1, Jan 83 pp 38-45

[Article by M. Zbarskiy, professor, doctor of economic sciences, Odessa: "The Quantity and Quality of Labor"]

[Text] The decisive role of labor in building communism manifests itself specifically in the growing interest of not only specialists but also the broad public in questions of the theory and practice of labor activity. For example, during the national discussion of the draft of the new USSR Constitution the largest number of suggestions received concerned the role of labor under socialism. Equally great attention to labor (to its conditions, organization, efficiency, and payment) is observed everywhere in the most diverse labor collectives. It cannot be otherwise. Socialism is a society of laboring people, built by them and existing and developing for them.

The solutions to our problems depend on what results we receive from the labor that is applied in all spheres of life. In turn, and this is generally recognized, the results of labor depend on its quantity and quality. The socialist principle of distribution is based on this. Therefore, there is no doubt that the question of precisely determining the quantity and quality of labor is of exceptionally great theoretical and practical importance.

While they are fundamentally different aspects of the existence of labor, at the same time the quantity and quality of labor are closely interrelated, forming a dialectical unity. This manifests itself in the fact that, in addition to basic differences the quantity and quality of labor also have characteristics which are on the "boundary line" and appear as connecting or intermediate elements between them. For a better theoretical and practical solution to the problems of labor, therefore, the full complexity of the interaction of these two aspects must be taken into account.

Increasing the volume of labor applied in material production is a significant factor in the expansion of production and growth of aggregate social products and national income. But the quantity of labor is not single-valued; it changes in different forms. Some of these forms characterize chiefly the extensive path of development, while others are combined with intensive factors and the qualitative aspects of labor and promote intensification of the national economy. Distinguishing these forms of quantitative change is compulsory and essential for an understanding of their different roles and trends toward change.

The quantity of labor is influenced by these factors: first, the number of people working in the national economy; second, the working time available in the society; third, the planned and rhythmic quality of labor, its density, completeness, and use efficiency; fourth, the structure of labor and interrelationship of its constituent elements. These values are quantitative, but they express different phenomena and exist in different planes. Changes in the number of people working and total available working time are one form of change in the quantity of labor. We can say that such changes are external (dimensional). It is different when we talk about the content of the labor process, the composition of it, the extent to which labor fills working time, and the completeness and efficiency of the use of labor. Here we have quantitative changes of an internal (structural) type. These quantitative changes in labor (related to completeness and efficiency of its use) are directly linked to qualitative changes which are typical of the intensive path of economic development and associated with improving the quality of labor. Let us consider these statements in greater detail.

The quantity of labor depends on the number of people working. In the postwar period the average annual number of workers, employees, and kolkhoz members working in the USSR national economy has doubled, from 62.9 million in 1940 to 125.6 million in 1980. In just the 10th Five-Year Plan the growth was 8.4 million.¹ This source of economic growth, however, has its limits, and they are especially notable today in connection with phenomena and processes taking place in labor resources that have been treated numerous times in the literature. In the first place, the total size of the able-bodied population, which depends on the dynamics of demographic processes, is a natural boundary. In the second place, the extent to which available labor resources are drawn into the national economy is a limiting factor and, of course, it is not without a ceiling. In the past we had significant contingents of the able-bodied population who had not yet been drawn into collectivized production and were engaged primarily in housework and private subsidiary operations. These reserves are now almost completely exhausted, and in some economic regions of the country they are completely gone. In the prewar years two-thirds of the able-bodied population was employed in public production; today it is more than nine-tenths. Finally, in the third place, society should employ its labor resources not only in material production where aggregate social product is created (as is national income), but also in the nonproduction sphere. Moreover, in each phase of building communism there are optimal proportions of distribution of labor by spheres and sectors of the national economy. As a result of the entirely sound influx of labor resources to the nonproduction sphere, their proportion of total employment has risen markedly in the postwar years, from 11.7 percent in 1940 to 26.1 percent in 1980.²

The other dimensional form of quantitative change is change in the available working time of society. It takes shape under the influence of various factors. Growth in the number of employed persons increases this fund. On the other hand, in socialist society there is a tendency for it to decrease as the result of social goals. As we know, our state is gradually reducing working time by shortening the working day and work week, instituting additional days off, increasing the number and length of vacations for working people, and so on.³ All these things are inherent in a socialist society because they serve to further improve the living and working conditions of people.

Now let us turn to the structural forms of quantitative changes in labor. They are expressed in an increase in the quantity of labor employed by using labor more fully and by changes in the ratio of its internal elements, in particular productive and nonproductive expenditures, useful work, and losses.

The socially normal level of use of working time presupposes reducing and eliminating whole-day and within-shift downtime, eliminating absenteeism, lateness, and similar problems, reducing unnecessary time and unscheduled breaks in labor, eliminating unproductive work, and optimizing the proportions among preparatory and operational time, time to service the work positions, primary and subsidiary time, and other time components. Compacting the working day is expected to insure the necessary, socially normal intensity of labor. This is not, however, a quantity that is fixed once and for all; it changes as the result of changes in labor itself and in production.

Under conditions of developed socialism technical progress makes it possible to formulate the most efficient structure of working time. Progressively revising this structure promotes full use of each labor day, a steady rise in labor productivity, and growth in the efficiency of public production. We cannot help but see this as an important manifestation of the organic combining of the achievements of the contemporary scientific-technical revolution with the advantages of the socialist economic system.

The attempts of certain economists to represent growth in production by improving discipline, compacting the working day, eliminating downtime, and other such measures as nothing but the extensive path of development unrelated to raising the efficiency of production should be rejected.⁴ If such a position is consistently followed, we must assign to the extensive path of development the struggle against all other losses in the national economy (of not just live but also past labor, including raw and processed materials, fuel, and energy), competition for frugality, and the like because just as any savings in society ultimately can be reduced to a time saving, so all losses in the final analysis means time losses. In fact this leads to underestimating the importance of economy measures and the careful, thrifty use of live and embodied labor.

Of course, growth in labor productivity means any change in the process of labor generally that reduces the time socially necessary to create a unit of output. Certainly, simply prolonging labor time has nothing in common with reducing that socially necessary quantity that is embodied in each article. But increasing the volume of working time by directly lengthening it may by itself, without any change in labor productivity, produce a greater quantity of output, thus forming one of the sources of growth. K. Marx showed that "the same labor, when its productivity, duration, or intensity is increased, can produce more product."⁵

Unlike a general increase in the duration of working time, those changes related to better, more complete and efficient use of time in the labor process and reducing unnecessary time in it lead to an increase in output produced in the same interval of time, that is, they reduce the socially necessary expenditures of working time to produce a unit of product and, therefore, signify a rise in labor productivity.

Compacting the working day by itself signifies an increase not in productive force, but in the intensity of labor. But the use of working time influences labor productivity both by changing its intensity and by eliminating unproductive use of work force. This is precisely why losses of working time signify unproductive use of work force, which lowers labor productivity because it increases the amount of time spent per unit of output or work. That is why, speaking of the result obtained by reducing gaps in the working day, K. Marx pointed out: "The rise in labor productivity here is caused either by the increased expenditure of work force during a given time segment, that is by the growing intensity of labor, or by a decrease in unproductive consumption of work force."⁶

We already spoke above of the need to distinguish the internal and external quantitative aspects of labor. The internal aspects are closely linked with its qualitative aspects and indicate more how the person or collective works than how much. Labor activism is to a large degree expressed by how fully people and means of production are loaded and by avoiding losses of both past and live labor. Reducing and completely eliminating losses in the national economy is becoming an essential condition for its intensification. As the Accountability Report of the CPSU Central Committee to the 26th party congress emphasized, "Our further progress will increasingly depend on skillful and efficient use of all available resources: labor, fixed capital, fuel and raw materials, and the products of our farms and fields."⁷

There is no need to prove that the quantitative factor of economic growth, expressed by increase in the volume of labor applied in production, has its limits. Therefore, to more fully satisfy its constantly growing material and cultural needs socialist society must rely on the primary qualitative factor of increasing and refining production, which under socialism has no limits. This determining factor in the growth of public production and its efficiency and raising public well-being is planned, steady rise in labor productivity, which represents a generalizing indicator of economic development. It synthesizes all transformations in production and labor and all progressive changes taking place in them. Raising labor productivity has become the decisive way to increase production, and in some sectors and at certain enterprises it is the only way. Whereas during the 10th Five-Year Plan this source provided three-quarters of growth in industrial output, in the 11th Five-Year Plan it should insure more than 90 percent of this growth; in agriculture, as in the last five-year plan, it will provide the entire growth.

Labor productivity is inseparably linked with its quality, and it is this quality that above all reflects it. Therefore, it is extremely important to understand the essential features and components of the quality of labor and clarify ways to improve it. What does quality of labor mean? The specialized literature still does not have the necessary clarity in its answer to these questions. Whereas there are clear and recognized principles for establishing the quality of output, comprehensive quality control systems have been set up and tested in practice, and the progressive know-how accumulated in this work is being widely disseminated, when we are defining the quality of labor there are no convincingly formulated and generally accepted criteria.

Some studies thoroughly review certain aspects of this problem and give their preference to particular ones. Some authors limit their understanding of the quality of labor to imply its complexity.⁸ Others consider it necessary to

take account also of the complexity of the functions performed and the qualifications of the working people.⁹ Still others single out the intensity and productivity of labor in addition to its complexity.¹⁰ The fourth group speaks in this connection of the complexity and difficulty of labor, the conditions in which it occurs, and the national economic importance of the sphere of its application.¹¹

It seems unquestionable that the quality of labor is multifaceted and requires a comprehensive approach taking account of the deep socioeconomic transformations occurring in the life of society. In our opinion, the quality of labor encompasses the following characteristics: (a) level of technical equipment available to labor; (b) level of labor organization; (c) complexity of labor; (d) conditions of labor; (e) attitude of the working person toward labor.

As for the social significance of the sphere of application of labor, this is a question of a different order. Indeed, labor of given complexity, qualifications, and skill level applied to develop remote and inaccessible regions, for new natural resources, and to develop leading and especially important sectors usually has greater weight and significance for society than labor of the same complexity, qualifications, and level of skill applied in other spheres, sectors, or regions. The national economic significance of the area of application of labor is taken into account in the material and moral incentive provided for labor. It seems, however, that this does not relate to the quality of labor as an internally inherent characteristic. We should not confuse the role of the particular type of labor activity with the quality of the labor. The channel by which the area of application of labor can affect its quality is generally absorbed by the factor of "working conditions."

The quality of labor is linked to its ability to create certain use values, that is, a characteristic of concrete labor. As K. Marx pointed out, "with respect to the use value of a commodity, only the quality of the labor contained in it is significant," and in this case "the point is how the labor is done and what it produces."¹² We should approach the analysis of the components of labor quality in this light, that is, we should begin from what it creates and how. From this standpoint let us consider the characteristics of labor quality identified above.

The level of technical equipment available for labor. K. Marx considered means of labor the "measure of development of human work force."¹³ Revealing the two types of standard reproduction, extensive and intensive, K. Marx linked intensification of a national economy with improved technology. He wrote that expanded reproduction is carried on "intensively if more effective means of production are employed."¹⁴ Large-scale machine production, radically transforming the nature of labor, opened the way for unprecedented improvement. "All the progressive work of human technology consists in replacing manual labor with machine labor," V. I. Lenin wrote.¹⁵ The development of means and objects of labor, understood as the technical equipment available for labor, gives labor a new, higher quality that manifests itself in changes in labor productivity and the quality of output. Under contemporary conditions technical progress is the main way to conserve labor and material expenditures. At least two-thirds of total growth in labor productivity on the average is secured by means of raising the technical level.

Changes in machinery are also accompanied by refinements in production technology. The introduction of progressive technology which promotes a rise in the quality of labor also serves to conserve the quantity of labor. This contains a powerful reserve for rational use of the personal and material elements of production and for reducing losses of raw materials, fuel, energy, and the like. Here again we see the close interrelationship and indivisible unity of the quantitative and qualitative aspects of labor. Prudent, economical use of resources is an essential element of raising production efficiency and work quality.

The level of organization of labor. The better organized labor is, the more productive it will be and the higher its quality will be. We have in mind here, above all, the use of more rational forms of division of labor and cooperation, work techniques and methods, and progressive practices. Scientific organization of labor is organically linked to quality of labor today. Since 1971 the national economic plan has had a section entitled "Introduction of the Most Important Measures for Scientific Organization of Labor." The use of advances in scientific organization of labor produced 21.4 percent of the total growth in labor productivity in 1971-1975 and about one-third of total growth in 1976-1980. In the 10th Five-Year Plan this was equivalent to conserving the labor of 1,866,000 workers.¹⁶ Under today's conditions the organizational factor is often decisive in optimal use of means of production and work force. Forms of division of labor and cooperation that are appropriate to current requirements intensify the creative activism of the working people and improve the qualitative aspects of their production activity. The brigade form of labor organization and stimulation, which is to become fundamental in the 11th Five-Year Plan, creates fertile ground for this.

The complexity of labor. Complex labor differs from simple labor by quality. We could say that complexity is a kind of evidence of the quality of labor. Of course, the concrete content of simple and complex labor depends on the level of social development and therefore differs in individual countries and in different cultural periods. It may also change at different stages in the development of the same method of production. But complex labor is always "elevated above the average level as labor of greater intensity and weight."¹⁷

In the literature complex labor is often completely equated with skilled labor.¹⁸ It seemed that they should not be equated, even though there is no question that a direct relationship exists. The complexity of labor is multileveled and is characterized by a number of features, including the range of duties, functions, responsibility, and the like. Qualifications (skills) have a central place among these features, but they do not exhaust all the facets of complex labor and, while being the nucleus, the key characteristic, they do not replace them. The degree of complexity of labor presupposes a corresponding level of qualifications, even though this is not always realized in practice.

Modern production makes new demands for the qualifications of the working people. Without the proper level of qualifications, general and specialized education, one cannot handle new, highly productive equipment and complex industrial processes. The fact that the rise in the quality of labor is not only a result of scientific-technical progress, but also a precondition and stimulates, accelerates, and motivates it reflects the cause-effect relationship of phenomena.

The very essence of qualifications is changing. Whereas in the past qualifications were chiefly defined by skills and aptitude for manual labor, today they depend significantly on the worker's level of preparation and training, scope of general and specialized knowledge, vocational skill, mastery of the fundamentals of sciences in the fields of machinery, technology, production organization and economics, and progressive production know-how. The growing complexity of labor functions increasingly draws people to knowledge and promotes a situation where more and more people are involved in different forms of study and raising qualifications. By 1980 about three-quarters of the industrial workers and more than four-fifths of construction workers had skilled and highly skilled ratings. Whereas for industry as a whole the average wage-skill category of workers rated on a six-level system was 3.4, in certain leading sectors such as electric power, petroleum refining, and others, it was more than four.¹⁹

The distribution and deepening of complex labor and growth in levels of complexity demand mastery of new vocations, specializations, and functions and mass training of the corresponding working people. In the 10th Five-Year Plan the vocational-technical educational system prepared 12.5 million skilled workers, and in the 11th Five-Year Plan this figure will be 13 million. In addition, during the last five-year plan 29.6 million people were taught new vocations and specializations at enterprises, institutions, and organizations and 147.4 million took training to raise qualifications; the corresponding figures at kolkhozes were 2 million and 13 million.²⁰ Practically every person employed in the USSR national economy today is studying at some time and in some form. The yearning for knowledge and self-improvement is one of the distinctive characteristics of the new type of socialist working person.

Complex labor is not only distinguished from simple labor, but also differs by degree of complexity within its own sphere. There are differences in the quality of labor, primarily complexity and qualifications, both within vocations and between vocations. The former are expressed by the wage-skill categories of workers in the particular specializations. The latter are linked to different levels of complexity, the responsibility of work, and the requirements to train people to work in the different vocations and specializations. These differences in levels are seen particularly when comparing old, traditional vocations (many of which, of course, are also undergoing significant changes) and new vocations and specializations generated by the contemporary trends of scientific-technical progress.

Working conditions. The conditions in which labor is performed to determine both its quality and to a certain degree its quantity (we have in mind natural-geographic, production-technical, organizational-economic, psychophysiological, sanitary, moral-aesthetic, and other conditions). All these conditions, operating in different ways, demand different training, knowledge, experience, skills, physical and mental capabilities, and labor characteristics from the working people. Working conditions are especially significant in heavy physical labor, harmful and dangerous jobs, in remote regions, and in harsh climates. They are expressed when working during different seasons, times of day, and so on. Not only the quantitative, but above all the qualitative composition of the working people is shaped depending on these conditions. It is especially important for the present and the future that under certain conditions low-quality labor simply cannot be employed. Systematically improving working conditions and making them healthy is an important element in steadily raising the quality of labor.

The attitude of the working person toward labor. In our opinion, this is one of the principal criteria and characteristics of the quality of labor. The labor characteristic of socialism is based on public ownership of the means of production, is carried on for oneself and for one's society, and is free of exploitation, voluntary, and creative; it also gives rise to a new attitude toward labor, and in this way gives it a new quality. No system before socialism was able to bring about a mass movement of the working people themselves to raise labor productivity. Under socialism labor has become the key sphere of vital human activity, where they reveal and develop all their strength and talents, as well as the principal means of shaping the new type of human being and insuring harmonious development of the individual and of society. Along with the growth in the role of the laboring person there is a rise in his accountability to the collective, society, and state and the attitude toward labor becomes established as a primary obligation and lofty duty that envisions a proprietary concern by everyone for the quality of his work. This gives rise to the desire of working people for self-improvement, mastering new knowledge, raising qualifications, and improving their training and results. Labor of the proper quality must include conscientiousness, involvement, energy, diligence, and initiative, that is, everything that characterizes enthusiastic work, honest and unselfish. In our country the quality of labor is linked to such moral categories as civil conscience, worker honor, vocational pride, and intolerance of shortcomings. Therefore, the attitude of the working person toward labor is an organic component of the quality of labor, and a component whose significance is steadily increasing.

While summarizing our review of the essential features and components of the quality of labor, we will dwell on its place in the economic system of developed socialism.

There is a deep interdependence between the quality of labor and the entire set of society's production relations. First of all we will point out that the quality of labor is conditioned on production relations, the form of ownership of the means of production, the nature of labor, labor stimuli, and the goal of production. With the development of mature socialism the planned organization and management of labor has been consistently improved. In its turn, the quality of labor influences these relations themselves and their development. This manifests itself in strengthening the foundation of the socialist economic system — public socialist ownership of the means of production — and in the convergence of its two forms, and the gradual elimination of differences between the city and the countryside and the socioeconomic differences among different types of labor, in the eroding of class boundaries, and in refinement of the forms and methods of distributing material and cultural benefits. The rise in the quality of labor not only reflects, but also promotes the process of formation of communist socioeconomic relations. Turning labor into every person's most vital need as socialist economic relations gradually develop into communist ones is inseparably linked with progressive changes in the qualitative characteristics of labor itself.

The high quality of labor is increasingly becoming a noteworthy feature of the socialist way of life. Improving the quality of labor operates as a powerful moving force in the development and improvement of production. It influences the time of launching economic facilities, the incorporation of new machinery and

production capacities, conservation of materials, fuel, and energy, and the development of efficiency, invention, and innovation work. The higher labor quality is, the better the production program and socialist obligations will be fulfilled. In addition, a rise in the quality of labor causes profound changes in the social spheres. Progressive changes in the composition of labor resources lead to an improvement in the social class structure in society. Thus, fundamental changes are taking place in the life of kolkhoz peasants as agriculture is industrialized and the demands made of working people there rise. Agricultural labor is becoming a variation of industrial labor. This process has become especially vigorous during performance of the USSR Food Program endorsed by the May 1982 Plenum of the CPSU Central Committee and development of the agro-industrial complex.

The general educational and cultural-technical level is rising as production is refined and the level of technical equipment available rises. Whereas in 1970 only 59 percent of the workers had secondary (complete and incomplete) and higher education, today almost four-fifths of them do, while for kolkhoz members the corresponding figures are 39 percent and more than 63 percent.²¹ This helps gradually overcome the significant differences between mental and physical labor. Not only is the ratio of the different groups, that is, between persons employed primarily in mental or primarily in physical labor, changing, but the makeup of people engaged in physical labor is acquiring new characteristics. Among these people more than three-quarters now have secondary and higher education.²² Physical and mental labor are increasingly intertwined in their production activity and intellectual functions are taking on more and more weight.

Thus, deep changes in labor and rise in its quality are accompanied by shifts not only in the vocational-qualifications structure, but also the social structure, of the working class, kolkhoz peasants, and society as a whole. This is certainly understandable: to the extent that labor is the foundation of the life and development of socialist society, so the changes and transformations that take place in labor lead to corresponding changes in other aspects of social life.

The problem of the quality of labor has one more aspect, the ecological aspect, and its importance is steadily growing. The application of higher-quality labor can also signify a more purposeful, careful, and proprietary treatment of natural resources where they are not only expended, but also reproduced. It is essential here to combine the achievements of the modern scientific-technical revolution with the advantages of the socialist economic system. Against the predatory capitalist system socialism pits the concern of the individual person, society, and the state for the most efficient use of land, the earth's interior, water, forests, and mineral products for the good of the people. This finds expression in state and public protection of the environment, in planned implementation of many measures to protect nature, and in the desire of workers not just that their labor not harm nature, but rather that it have a beneficial effect on nature.

Thorough study of the quantitative and qualitative aspects of labor and their place and role in socialist reproduction will promote better use of the labor and material resources of society.

FOOTNOTES

1. See VESTNIK STATISTIKI, 1982, No 8, p 77.
2. See "Narodnoye Khozyaystvo SSSR v 1980 g." [The USSR National Economy in 1980], Moscow, 1981, p 356.
3. The average set length of the work week of adult workers in industry was 47.8 hours in 1955 and 40.6 hours in 1980. The average set length of the annual vacation of adult workers and employees rose from 18.5 working days in 1956 to 21.6 in 1977 (see Ibid., pp 366-367). Annual paid vacation for kolkhoz members has been instituted. A number of special vacations for working people have been broadened, especially for those who are studying while continuing to work, for women in connection with pregnancy, birth, and care of the baby, and so on. In the 11th Five-Year Plan regions of the country are introducing partially paid vacation time for working women who want to care for their baby until it reaches the age of one. Provision has been made for women who have young children to work an incomplete working day or an incomplete work week.
4. These opinions were expressed during one of the debates (see VESTNIK MGU, EKONOMIKA, 1972, No 1, p 18). They are also expressed in the literature designated for teaching purposes: "No matter how great the significance of rational use of working time is in increasing social product, this does not change the quantity of labor expended to create the output. This indicates only extensive economic development" ("Aktual'nyye Voprosy Politicheskoy Ekonomii Sotsializma. Uchebnoye Posobiye" [Timely Issues of the Political Economy of Socialism. Textbook], Kazan, 1975, pp 147-148).
5. K. Marx and F. Engels, "Soch." [Works], 2nd Ed, Vol 24, p 532.
6. Ibid., Vol 23, p 353.
7. "Materialy XXVI S'yezda KPSS" [Materials of the 26th CPSU Congress], Moscow, 1981, p 42.
8. See "Osnovy Ekonomiki Truda" [Fundamentals of Labor and Economics], edited by K. S. Remizov, Moscow, 1976, p 135.
9. See "Prakticheskoye Posobiye po Ekonomike Truda" [Practical Handbook of Labor Economics], edited by V. D. Areshchenko, Minsk, 1978, p 34.
10. See K. I. Kurovskiy, "Problema Izmereniya Kachestva Truda (Voprosy Reduktsii)" [The Problem of Measuring the Quality of Labor (Questions of Reduction)], Moscow, 1977, p 36.
11. See "Politicheskaya Ekonomiya. Uchebnik" [Political Economy. Textbook], 5th Ed., Moscow, 1982, Vol 2, p 213; "Ekonomika Truda" [Labor Economics], edited by N. A. Ivanov and G. I. Mechkovskiy, Moscow, 1976, p 238.
12. Marx and Engels, op. cit., Vol. 23, p 54.

13. Ibid., p 191.
14. Ibid., Vol 24, p 193.
15. V. I. Lenin, "Poln. Sobr. Soch." [Complete Works], Vol 1, p 100.
16. See "Sistema Upravleniya Trudom v Razvitom Sotsialisticheskom Obshchestve" [The Labor Management System in the Developed Socialist Society], Moscow, 1980, pp 140-141; EKONOMICHESKAYA GAZETA, 1981, No 43.
17. Marx and Engels, op. cit., Vol 13, p 17.
18. "Simple labor is unskilled labor; complex labor is skilled labor" ("Politicheskaya Ekonomiya. Uchebnik," op. cit. fn 11, Vol 1, p 252); "Complex labor is the value form of skilled labor" (A. A. Veykher, "Slozhnyy Trud" [Complex Labor], Leningrad, 1978, p 31); "Complex labor is skilled labor, the labor of a trained work force" (Yu. Kokin and Yu. Anan'yeva, "The Quantity and Quality of Labor as Wage Differentiation Factors," VOPROSY EKONOMIKI, 1981, No 10, p 28).
19. See VESTNIK STATISTIKI, 1980, No 6, pp 63, 66.
20. See "Narodnoye Khozyaystvo SSR v 1980 g.," op. cit., fn 2, pp 374, 376.
21. Ibid., p 30.
22. Ibid.

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LABOR

INDUSTRIAL ACCIDENT INVESTIGATION PROCEDURES DESCRIBED

Moscow KHOZYAYSTVO I PRAVO in Russian No 2, Feb 83 pp 77-80

/Article by Yu. Korshunov, deputy chief of the legal department of the All-Union Central Trade Union Council and candidate for the degree of doctor of juridical sciences and honorary lawyer of the RSFSR:
"The Investigation and Accounting of Accidents in Production"

/Text The foundations of legislation within the USSR and the union republics regarding labor stipulate that enterprises, institutions and organizations bear material responsibility for the harm inflicted upon workers and employees by way of mutilation or other damage to the health that is connected with their execution of their assigned work.

In deciding the question about the responsibility of an enterprise it is necessary to establish these factors: 1) did an accident occur; 2) is there a cause and effect connection between the accident and the loss of the ability to work or the death of the worker; 3) is the damage to health or death connected with the work (production); and 4) is the enterprise against which a claim has been made guilty or responsible for the injury. To answer all of these questions it is necessary to have a correct and timely investigation of each accident at the production facility. This will make it possible to also discover the reasons for the injury, to take preventive measures and to determine the responsibility of those responsible and for compensating the injured parties.

On 13 August 1982 the Presidium of the All-Union Central Trade Union Council passed the Statute governing the investigation and accounting of accidents in production. This document has been distributed within all associations, enterprises, institutions, organizations, sovkhoses and kolkhoses.

In practice the term "accident" is not always understood in the same way. This leads to mistakes both in the qualification of events (relationship to various categories) and in deciding who to blame and how to compensate the injured parties.

From a legal point of view an accident is damage to health as the result of an external and brief influence brought about by an unexpected event. It is important to emphasize that damage to health can only be considered to be the consequence of an accident when it has occurred without the will or intention of the injured party.

Accidents must be contrasted with chronic poisonings and professional illnesses, which, as a rule, occur as the result of a gradual influence of a poison upon a worker (depending upon the concentration). Such accidents are investigated in accordance with the Statute regarding the notification and registration of professional poisonings and professional illnesses, as approved by the USSR Narkomzdrav /Peoples' Committee for Health/ on 16 February 1939. *

If the poisoning is caused by an unexpected event (for example, the explosion of a cannister containing a poisonous gas), meaning a momentary influence of poisonous substances upon the organism of a person, then such acute poisonings are included under accidents (such as heat strokes, being struck by lightning and freezing).

Accidents occur under different circumstances and involve various legal consequences. In connection with this in legislation the following classification has been adopted: accidents connected with work, accidents at a production facility, accidents connected and not connected with the production facility, and accidents that happen away from the job.

The procedure for qualifying and investigating accidents, which are connected with work and away from the job, is not reviewed in this article. A list of accidents connected with work is provided in Appendix No 2 to Point 63 of the Statute governing the procedure for designating and paying benefits through the state social insurance. All accidents at a production facility are always connected with work; however, the list of the latter is considerably more extensive. The procedure for accounting and qualifying is regulated by legislation dealing with the state social insurance.

A precisely defined list of accidents in production does not exist. In the Statute of 13 August 1982 only general directions and conditions are provided. From these one can recognize that the accident took place in production.

* The protection of labor and safety equipment, Moscow, 1963, p 30. The list of professional illnesses and the Instruction for its use were approved by the USSR Ministry of Health and the All-Union Central Trade Union Council on 25-26 February 1970. (Protection of labor, Moscow, 1977, p 104).

In accordance with the Statute those accidents are investigated which occurred near an enterprise or away from the enterprise while the injured party was performing assigned tasks, administrative assignments from the enterprise, the task manager (brigade leader, foreman, shift leader, etc.), and also when traveling on a mode of transportation offered by the enterprise to or from work. The investigation of accidents is required when the accidents occurred during working hours (including established rest periods); during the time required for organizing the tools of production, clothing and so forth prior to or after work; when performing overtime work; and on holidays and days off.

We shall now take a closer look at the conditions under which an accident is considered to have occurred on the job.

1. At the time of the accident the injured party was at the location of the accident in connection with the work that he had been assigned or was fulfilling an assignment from the administration. It is of no significance if the worker or employee was on the payroll of the enterprise for a determined or undetermined period of time, whether he was employed full time or part time, was a seasonal employee, a permanent or non-permanent member of the staff, was working on the primary task or holding more than one job. In all cases the worker was in a labor relationship with the enterprise.

2. By near an enterprise we mean the land allocated to the facility which is often enclosed by a visible barrier. This includes the grounds of the enterprise with all of its facilities and the auxiliary facilities, including the baths (showers) and the facilities for changing clothes. At the same time the domestic and cultural and educational institutions (dining halls, clubs, stadiums and dormitories), which are situated near the enterprise, are not considered to be near or in the territory of the enterprise.

If the territory of an enterprise is not enclosed by a fence, then near the enterprise is considered primarily to be the location where work is actually performed (for example, in geological exploration).

An accident that occurs away from the grounds of an enterprise, according to the rules of the Statute, is investigated only in the event that the injured party was performing assigned duties or when traveling via a provided mode of transportation to and from work. Ownership of the means of transportation is of no consequence; it is only important that the administration had taken on the responsibility of getting the worker to his place of employment and returning him to his home. If the worker had travelled to work on city transportation, a private automobile or on foot, then an accident that occurs while enroute cannot be viewed as occurring on the job (and will not be connected with production).

3. An important factor in classifying an accident is the time that it occurred. Moreover it is not just the "pure" work time that is taken

into consideration; the time required for organizing the tools of production, clothing, etc., prior to starting or finishing work is also included. In other words, the time that the worker spends doing any valid task that is connected with performing his assigned duties and if he had to come to work somewhat earlier or stay later.

Here are some examples. Mechanic "B" was taking a shower at the plant after work and was injured when he fell on the slippery floor. This accident is subject to investigation and accounting in accordance with the Statute of 13 August 1982 since it was job-related. Metal worker "A" was injured while delivering protective attachments that he needed to the warehouse after work. This accident will also be viewed as job-related.

As a general rule, all accidents on-the-job are connected with production if during the investigation it is not proven otherwise. It is important to emphasize that an accident can be considered job-related even when the administration cannot be blamed. After all it is completely possible for there to be injuries during working hours; for example, one could be struck by lightning while working in the field. Such accidents will always be job-related, although the administration is not to blame.

In the Statute of 13 August 1982 a list of conditions by which an accident is considered to be not job-related even though it occurred at the place of work. An accident can be viewed as not job-related when as the result of an investigation it is determined that it occurred: while manufacturing objects for his personal use without the permission of the administration or when the injured party uses means of transportation for his personal purposes; this includes equipment, mechanisms, and tools which belong to the enterprise. Accidents connected with sporting events in the territory of the enterprise are not considered to be job-related. Nor are accidents that occur when stealing materials, tools and other objects and valuables viewed as job-related. Accidents that occur while intoxicated if they are the consequence of the worker consuming alcohol or the spirits that are used in the production processes, including aromatic, narcotic and other such substances are not seen as job-related. In such cases it is necessary that these circumstances be the sole reasons for the accident.

The injured party must immediately report each accident that occurs on the job to the administration, which must: urgently arrange for first aid for the injured party and for the injured party to be transported to a place for treatment; report to the shop chief or other manager about the accident; leave everything as it was at the work place until the investigation, including the equipment (of course, this is true only if the situation is not threatening to life and health of the other workers and will not result in an emergency situation and will not disrupt the production process, which according to the technology must operate continuously). The shop chief or subelement manager must immediately report the accident to their boss and the trade union committee of the enterprise.

The enterprise administration immediately creates a commission to investigate the accident; the commission is comprised of the shop chief or the subelement manager, the chief of the department for the protection of labor (engineer), the safety specialists of the enterprise (shop), the public inspector for the protection of labor and another representative from the enterprise's trade union committee.

The commission for the investigation of an accident must within 24 hours investigate the circumstances and causes under which the accident occurred and compile a document on form N-1 in four copies; it must also develop a set of measures for preventing accidents and send them to the enterprise manager for approval.

In considering the extremely serious consequences of group accidents and accidents resulting in serious injury and death, the Statute stipulates a special procedure for their investigation and accounting. Group accidents are accidents in which two or more workers are injured at the same time; there is no relationship to the gravity of the injury to the injured parties.

The investigation of such accidents is performed by a commission comprised of a technical (chief technical) inspector of labor of the central committee or council of trade unions, a representative from a higher organization, the manager (or deputy) of the enterprise, a representative of the enterprise trade union committee. In the event that the accident has a particularly serious consequence, the minister may specify the composition of the commission. Then the commission includes representatives from the ministry (department), health care organs, social welfare, the trade unions, and when necessary representatives from the USSR State Committee for the Supervision of Safe Working Practices in Industry and for Mine Supervision and other state supervisory organs.

A special commission must investigate accidents within ten days and prepare a special investigation document, the form for which is approved by the Presidium of the All-Union Central Trade Union Council. According to the results of the special investigation the technical inspector (chief technical inspector) must provide his conclusion about the circumstances and causes of the accident and within ten days send these materials on the special investigation, including his conclusion, to the enterprise, the superior economic organ, the oblast (republic) trade union committee, the council of trade unions, the office of the public prosecutor for the area in which the accident occurred. For an accident that took place at an enterprise under the control of the USSR State Committee for the Supervision of Safe Working Practices in Industry and for Mine Supervision and the Main State Power Supervision Administration, the investigation materials are sent to the local organs. The materials of a special investigation of an accident having a fatal outcome are also sent to the appropriate ministry (department), central trade union committee and to the All-Union Central Scientific-Research Institute for the Protection of Labor of the USSR All-Union Central Trade Union Council.

Control over the correctness of the qualification of accidents is maintained by the trade union organizations. The Statute stipulates that the administration, having reached a conclusion about the lack of a connection of an accident with the job, is required to submit this matter to the trade union committee for review. When the committee concurs with the conclusion of the administration on the Form N-1 document, by which each accident that is job related is drawn up the entry is made "the accident is not job-related". This endorsement is made by the trade union committee with a reference to the proceedings of the meeting and certified by its seal. If the trade union committee does not agree with the recommendation of the administration, this comment is not included in the document.

If the administration refuses to compile the document on form N-1 or if the injured party or other involved person does not agree with the contents of the document or the qualification of the accident, they can appeal to the enterprise trade union committee. Within seven days the trade union committee must review the application and make a decision, which is mandatory for the administration to implement.

When necessary the trade union committee can request the conclusion of the technical inspector for labor. The technical inspector solves the question of the qualification of the accident both on the basis of the materials that he had investigated himself and on the basis of the complaints from the involved persons for the solutions regarding the qualification of the accidents. Before revoking the conclusion of the technical inspector by the presidium of the appropriate (by subordination) committee or council of trade unions it is the only official document regarding the qualification of a specific accident and is mandatory for both the administration and the trade union committee.

On the basis of the form N-1 document the enterprise administration compiles an accounting of the injured parties in the accidents on forms established by the USSR Central Statistical Administration. The accidents, which were determined not job-related, are included in this account by a separate line. The generalized data for a specific period of time make it possible to reach a conclusion regarding the status of the injury and to determine if the enterprise is observing the rules and norms for protecting labor and to effectively combat injuries.

Only those accidents which occur to people having a labor connection with the enterprise are subject to accounting, i.e., the workers and employees of the enterprise. For this reason accidents are investigated and accounted for at the place where the injured party works.

However, an accident can happen to a worker who has been sent there from another enterprise to carry out a job-related task (for example, a courier who has been sent for the mail). Such an accident is investigated by the enterprise where the accident occurs; but it must be accounted for by the enterprise where the injured party works.

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LABOR

RETIREES REENTERING LABOR FORCE DESPITE PROBLEMS

Ukrainian Minister's Views

Kiev PRAVDA UKRAINY in Russian 6 Mar 83 p 2

[Interview with Ukrainian SSR Minister of Social Security Aleksandr Mikhaylovich Luk'yanenko by PRAVDA UKRAINY correspondent G. Ganul-Polishchuk: "The Retiree Goes to Work"]

[Text] What is this due to? For the person is receiving a pension from the state and can, as they say, legally enjoy the deserved rest. But at times a veteran cannot stay at home, he wants further to make his labor contribution for the good of the homeland and to strengthen the economy of the country. And the state is meeting him half way with interest.

Such is the theme of the interview of a PRAVDA UKRAINY correspondent with Ukrainian SSR Minister of Social Security A. M. Luk'yanenko.

[Question] Aleksandr Mikhaylovich, why is the problem of enlisting veterans in work which is feasible for them so urgent? What is being done in our republic so that able-bodied retirees could find a useful application of their efforts in the national economy?

[Answer] Here you have used the words: able-bodied retirees. And you used them, of course, not by chance. In connection with the increase of the standard of living of all the Soviet people and the improvement of the protection of their health the life expectancy has increased. It has become a customary phenomenon when a person, to whom our legislation grants retirement security for age, is not at all that old in the sense of being able to work. And actually he is frequently willing at his own request to continue to work--at the farm place, in his own collective or in a different sphere, with a different, less difficult group of duties.

Under the conditions of the limited growth of the able-bodied population (which is due, as is known, to the delayed consequences of the war) the problem of the efficient use of manpower resources is acquiring particular importance. That is why the need to enlist our veterans more extensively in labor was stressed at the 26th CPSU Congress.

The number of old-age retirees here is increasing. At present in the republic there are about 8 million of them--approximately 15 percent of the total size of the population. A significant portion of the retirees continue to work in various sections of the national economy. For their more efficient labor participation (first of all, receivers of disability pensions) 324 specialized enterprises, shops and sections have been created, at which more than 20,000 people are employed. The opportunity to work under part-time conditions has been afforded to 19,000 retirees. Moreover, 32,000 work at home.

As studies have shown, the greatest proportion of working retirees is in local industry, health care, material supply, the personal service sphere and agriculture.

Wherever people are being interested in continuing their labor activity and all the conditions are created for this, there are also results. I would like to name, for example, the Kiev Tochelektropribor Plant. Here more than 80 percent of the workers after retirement annually remain at the enterprise. Veterans make up 7 percent of the total number of workers. In the collective they enjoy esteem and respect, they have been awarded "Veteran of Labor" medals and lofty state awards. Thus, Mariya Ivanovna Vostrova, whose length of service at the enterprise comes to 34 years, has been presented with the Order of Labor Glory of the third class and the medal "For Labor Prowess."

Nearly 90 percent of the workers, who have received the right to leave for deserved rest, are remaining at the enterprises of Zhovtnevyy Rayon of the capital of the Ukraine. There are thousands of such examples for the republic: in Odessa (at the Production Association imeni Oktyabr'skoy revolyutsii and the Kislrod mash Production Association), in Lvov (at the Galantereya Production Association), in Kherson (at the factory of cultural and personal goods) and others.

[Question] The editorial board received a letter from Great Patriotic War participant A. P. Shamrylo of Donetsk Oblast, who suggests to create all the conditions for the use of the working hands of veterans in the countryside and to promote in every possible way the move to the countryside also of urban retirees. What can you say concerning this?

[Answer] In our republic such a large portion of the people of retirement age also live in the countryside. And we believe that it is necessary to take this peculiarity into account when elaborating measures on the increase of the labor activity of the older age groups of the population in the accomplishment of the tasks of the Food Program.

Recently the experience of Artsizskiy Rayon of Odessa Oblast was generalized and spread by a joint decree of the collegiums of the Ministry of Social Security, as well as the Ukrainian SSR Ministry of Agriculture. Here 3,300 retirees are employed in production. The creation of specialized brigades and links, the offering of work at home and the decrease of the output norms, the service areas and the working time are being used in practice. The title of honorary kolkhoz farmer or kolkhoz farmer receiving a special pension has been conferred on many veterans who are continuing to work. Additional payments to the pensions from the kolkhoz have been established for them.

On the basis of studies conducted by specialists of the Vinnitsa Scientific Research Institute of the Restoration and Appraisal of the Ability of the Disabled to Work, with allowance made for the study of the experience of the leading farms of a number of oblasts, practical recommendations on the optimum use of the labor of retirees were approved by the decree of the collegium.

[Question] How would you, Aleksandr Mikhaylovich, respond to the following letter. "My retirement hour has struck," Ol'ga Petrovna K. from Kharkov writes. "I confess that I waited impatiently for it--I was completely tired out. But I rested and began to feel that I cannot stand to stay at home. I will no longer, it is true, be able to work as a chemical engineer. I would like to choose something a bit easier and at the same time more or less to my liking...."

[Answer] In order to choose for oneself a job one is able to do and to one's liking, one should turn to the local job placement organs or social security organs. Precisely in Kharkov, in my opinion, this is not a problem. I will note, incidentally, that our ministry has disseminated the experience of the Chervonozavodskiy Rayon Department of Social Security, in which they notify the population extensively about the availability of vacancies for retirees desiring to work and explain what the conditions there are. Councils of veterans of labor, which not only promote the influx of the forces of the older generation, but also monitor the creation of good material and everyday conditions for them, have been formed at many enterprises and organizations.

The following four forms of job placement are prevalent. First of all the retiree stays to work at his enterprise, at his organization in the former place or in another position which is within his ability. Both the state and the worker himself are interested in this. For it is always possible to specify the group of duties with allowance made for the great occupational and worldly experience of a person. According to the data of specialists, for their most part old-age retirees remain in their own collective.

Then there are specialized shops and sections, to which middle-aged people, who for various reasons cannot remain in their old place, come to work. This is a very advantageous form, since in such shops there are a number of benefits and advantages for them. The third possibility is labor at home. And, finally, there is the continuation of labor participation on a part-time basis.

The retiree goes to work. This is good both for himself and for society. And it is a matter not only of material advantages. Labor activity stimulates the tone of life and enables the aging person to feel, as they say, in shape.

[Question] Why are not all managers displaying proper interest in the use of the labor of veterans?

[Answer] Most likely because this matter involves trouble, it requires additional organizational efforts. And not all managers yet understand the state importance of the problem. So far the situation in local and light industry and personal service is quite good. With respect to the service sphere I would like to note the following: perhaps young people should not be actively summoned there; on the other hand, older people help more to establish high standards of service. While there is enough work for young people at construction projects, in the coal

and metallurgical industry and so on. But many enterprises of the service sphere reluctantly hire retirees and the disabled, although they are obliged to. The enterprises and organizations of forestry and communications are still poorly engaging in the use of the labor of retirees and the disabled.

[Question] How does our legislation stimulate the labor of retirees?

[Answer] It is well known that a preferential procedure of paying pensions to a considerable category of working retirees has been established in conformity with the decisions of the party and the government.

Thus, for example, an old-age pension within the limits of 300 rubles a month along with the wage is paid to workers, junior service personnel and foremen, including foremen of on-the-job training, as well as to a number of other workers.

Benefits in the case of the payment of pensions to engineering and technical personnel of industry have also been established. Those categories of personnel, who do not have the right to a pension on more preferential conditions, receive an old-age pension within the limits of 150 rubles a month along with the wage.

An increment to the pension for work after retirement age has been introduced. It is credited to retirees who work as workers, junior service personnel and foremen, as well as to brigade leaders in plant growing and animal husbandry, who work at state agricultural enterprises. This increment is credited to retirees at their request, along with the payment of the old-age pension while working, in the amount of 10 rubles for each year of work, on the condition that the total amount of the increment would not exceed 40 rubles, while the total of the pension with the increment would not exceed 150 rubles a month.

Pension security stimulates the duration of the total and continuous length of service. This finds reflection in the increase of the increment to the old-age pension for long continuous work at the same enterprise, institution and organization. Moreover, the existence of the following conditions is required at the same time: a continuous length of service at the same enterprise of not less than 25 years, and for women who have children—not less than 20 years; a total length of service, which exceeds the required length of service for the granting of a pension, of not less than 10 years; a job on 1 January 1983 or later as a worker or employee.

In conclusion I would like to say that our laws afford the administration of enterprises and organizations extensive opportunities for the enlistment of retirees in labor. These opportunities are being taken advantage of far from completely. And here, in my opinion, is something for journalists to write about.

Latvian Experience

Riga SOVETSKAYA LATVIYA in Russian 13 Mar 83 p 2

[Article by V. Polyanskiy: "The Retiree Asks for a Job"]

[Text] It is now already difficult to establish how long ago such a concept as "the able-bodied retiree" came into general use--first among social security

workers, and then among a broader group of people. The limits of this "age" are the first 5 years after reaching retirement time. Such a limit is minimal and arbitrary: for today you will encounter at work veterans and much older people. It is entirely a question of how they are received, what working conditions they create for them and how properly they use the experience of these people in their former or new occupation.

Such a question also became the topic of an extensive discussion at a recent session of the Leningradskiy Rayon Soviet. In the rayon there are many enterprises of the most different sectors of industry, the construction industry and organizations of the service sphere. And people are needed everywhere. The need for them is increasing. The number of veterans of labor is also increasing.

Last year alone in Leningradskiy Rayon 2,376 pensions were newly granted. Indeed, a significant portion of the veterans are continuing to work. But more than 10,000 retirees here are not working. Of course, far from everyone of them due to the state of their health is capable of being just as active in labor as before. But many would probably agree to work with a partial workday or week, with the mastering of a new occupation. In the rayon they recently conducted a survey and visited retirees at home. And nearly one in three of those, with whom active members of the trade union committees and the rayon social security department met, expressed the desire to work. Assistance was given to all of them in this.

The activity of the commission for the job placement of veterans and the monitoring of the conditions of their work, the permanent commission on health care and questions of social security and the trade union committees of the rayon, the active members of which when preparing the documents for a pension ascertain the wishes and intentions of veterans with respect to their further work and its conditions and discuss with them the possibilities and conditions, under which people could remain in their labor collective, was rated positively at the session.

With the extensive support of the trade unions, it was noted at the session, it is possible to use efficiently the labor of veterans. These people, in turn, do not remain indebted to the collectives. It is merely important that concern about retirees would be displayed not in haste, not in a bureaucratic manner.

In the republic Ministry of Social Security they are holding up as an example the activity of public formations, and first of all the trade union committee of the Uzvara Factory. Retirees here make up a tenth of the collective. At the factory they are also not forgetting those who are no longer working. They consider them as if they are temporary absentees: an artist designs special congratulatory addresses for them for holidays. The trade union activists invite their veterans to evenings of recreation and on tourist trips. And when a difficult moment--the same time of vacations--begins for the enterprise, an invitation with the request to replace temporarily one of the workers arrives at the home of the retiree from Uzvara. The administration and the trade union committee of the factory have drawn up a detailed list of occupations for filling by retirees and have envisaged for them opportunities for labor according to a shifted schedule, when a middle-aged person can begin work, say, not at 8:00 am, but at 10:00 am and thereby avoid the morning crush in urban transport.

Apparently, it would not be a bad thing for even such a large enterprise as the Radiotekhnika Production Association to copy the experience of the small Uzvara Factory. At the session of the Leningradskiy Rayon Soviet it was emphasized that a shop for the work of retirees is being opened any day now at the Radiotekhnika Production Association. The possibilities of work at home are being poorly taken advantage of at the production association, the questions of organizing shifts with a partial workday are being settled extremely slowly here.

The same criticism was heard from the platform of the session with reference to the Riga Illumination Engineering Plant, the Sarkanays rits Production Association and other enterprises and organizations of the rayon. Their managers and workers of the personnel divisions so far have not analyzed where and how it is possible to organize the work of partial shifts, what operations can be transferred without detriment to production from the shop to the homemaker and how it is possible to create a reserve for substitution made up of retirees.

Both the deputies and Latvian SSR Minister of Social Security V. Pikhel, who spoke at the session, raised pointedly and unequivocally the following fundamentally important question: the enterprises themselves, the economic managers, the active trade union members and the workers of the personnel divisions should assume the main, organizational burden with respect to the job placement of retirees.

Today our social security system serves more than one-fifth of the population of the republic--veterans of war and labor, the disabled, mothers. An entire computer complex is engaged in calculations on their material security. Much, including the rendering of assistance in the job placement of retirees, is included in the duty of social security organs. However, today the executives of sectors, the leaders of production and public organizations have the decisive word and deed in this matter.

The employment of retirees in socially useful labor in the republic is quite high and now comes to 36 percent. But the results of a written questionnaire and survey of veterans of labor show that a considerably larger number of people of middle age have the desire and are able to work. Everything rests upon the creation of the necessary conditions, which correspond to the peculiarities of work at this age and the attentive consideration of human factors. When a person has crossed his retirement threshold, for him fatigue sets in more rapidly and resistance to diseases decreases. Yes, this is the autumn of life! But it is still a long way to late autumn. For medical people now consider the age only after 75 years old to be old age.

Only 5,000 people are engaged in work at home in the republic. This is a drop in the ocean of the possibilities, which work at home affords for the offsetting of the shortage of manpower resources. It is possible to count the enterprises with the organization of labor at home literally on one's fingers: the Yurmala Production Association, the combine of home labor with its shops and sections in 11 cities and rayons of the republic, several other works are, in essence, the entire list.

The shortage of personnel is especially appreciable in the service sphere, and economists are forecasting for the following years the further increase of this shortage. How are they using here the labor of retirees with a partial workday? In the system of the Ministry of Communications, for example, they make up less

than 3 percent of the workers. The analogous indicator in the Ministry of Municipal Services is even less. Housing operation offices are experiencing a shortage of workers, but they exist here, nearby. The situation is just as unsatisfactory in trade and personal service, where in connection with the regulation of the work schedule the hiring of retirees for "small" shifts with a shifted schedule of arrival at work is especially promising.

In recent times in the Ukraine and a number of oblasts of the RSFSR they have begun to use in practice the planning by the rayon soviet executive committees of assignments for enterprises on the job placement of retirees. Apparently, if economic managers and trade union committees for the present are not displaying in this matter their own energy and initiative, it does not do harm to exert pressure on them from above. Great activeness is also required today from the Latvian SSR State Committee for Labor.

The working retiree, who is participating in the creation of the national income of the country--this is important not only for the development of the economy, but also in the social life of society. And first of all in the life of the middle-aged person himself. He does not experience the depressing feeling of the "completion" of life and isolation from people and the collective, when continuing to give to them to the extent of his ability his accumulated resources of knowledge and experience. His help today is necessary to all of us and each of us separately. But so that it would be materialized in a useful matter, much still has to be done in defiance of the traditional, established views of the schedule of the day, the organization of the labor and workplace for the retiree.

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